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Teacher recruitment and retention in England

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Contents:

1. Introduction
2. Supply and retention of teachers
3. Government initiatives to encourage teacher recruitment
4. Teacher workload
5. Reports on teacher recruitment and retention



Contents

Summary	3
1. Introduction	4
2. Supply and retention of teachers	6
2.1 The Teacher Supply Model	6
2.2 Changes ITT allocations process	6
2.3 Initial teacher training census 2016-17	8
2.4 Retention of existing teachers	10
NCTL research on teacher retention rates (July 2016)	11
2.5 DfE analysis of teacher supply and retention	12
3. Government initiatives to encourage teacher recruitment	14
3.1 Bursaries and scholarships	14
3.2 Training additional maths and physics teachers	14
3.3 Returning teachers pilot	15
3.4 National Teaching Service	16
3.5 Education Excellence Everywhere White Paper	17
3.6 Returners Engagement Programme Pilot	17
3.7 International Recruitment Strategy	18
3.8 Teach First change of focus	18
3.9 Recruitment and retention package	19
3.10 Conservative 2017 election manifesto	19
4. Teacher workload	20
4.1 The Workload Challenge	20
4.2 Workload review groups	22
4.3 School research projects	22
4.4 Workload survey 2016 published	22
4.5 Reducing teacher workload action plan, February 2017	23
4.6 Conservative Party Manifesto 2017	23
5. Reports on teacher recruitment and retention	24
5.1 NFER report on teacher retention (May 2017)	24
5.2 HEPI, <i>Whither Teacher Education and Training</i> (April 2017)	24
5.3 Education Committee, <i>Recruitment and retention of teachers</i> (February 2017)	25
5.4 Sutton Trust, <i>Science shortfall</i> (January 2017)	26
5.5 Education Policy Institute, <i>Teacher workload and professional development</i> (October 2016)	27
5.6 NFER analysis of teacher retention (September 2016)	27
5.7 IFS report on the costs, benefits and retention rates of initial teacher training routes (July 2016)	28
5.8 NAO, <i>Training new teachers</i> (Feb 2016)	28
5.9 Public Accounts Committee, <i>Training new teachers</i> (June 2016)	29

Summary

While the overall number of teachers has kept pace with increasing pupil numbers to date, it has been argued that there are growing signs of shortages, particularly in certain geographic areas and in certain subjects. It has been contended both that insufficient new teachers are being recruited and that the retention rate of existing teachers could be improved. The 2015 Government acknowledged that there were challenges but rejected claims of a teacher recruitment crisis.

There are a number of financial incentives aimed at encouraging recruitment to initial teacher training, including bursaries and scholarships for trainees in certain subjects. Other initiatives aimed at improving the recruitment and retention of teachers include:

- A range of measures aimed at training and upskilling an additional 17,500 maths and physics teachers by 2020.
- The Returning Teachers Pilot, launched in September 2015, aimed at improving teacher recruitment in English Baccalaureate subjects in hard to recruit areas. A second pilot, the Returners Engagement Programme Pilot, was launched in November 2016.
- A National Teaching Service to place teachers in underperforming schools in areas that struggle to recruit teachers. The plans were not taken forward following a pilot.
- Employing a private company to support schools in recruiting maths and physics teachers from the Czech Republic, German, Poland and the USA.

Past governments have also highlighted reducing workload as a way of encouraging teacher retention. In October 2014, the Coalition Government launched the Workload Challenge – a survey asking teachers for ways to reduce workload. A number of initiatives and commitments followed on from this, including:

- A [new Department protocol for changes to accountability, curriculum and qualifications](#) was published in March 2015 setting out Government commitments in response to the Workload Challenge. The Protocol was last updated in February 2017.
- Three workload review groups were formed in October 2015 to look at the issues that teachers said caused the most bureaucracy. The groups' reports were published in March 2016.
- In January 2017, funding was announced for eleven schools to carry out research projects "into efficient and effective approaches which reduce unnecessary workload."
- A large scale survey of teacher workload was conducted in February 2016. [The survey report](#) was published in February 2017 and included the finding that teachers in England reported working an average of 54.4 hours a week.

Further information on initiatives to reduce teacher workload is provided in section four of the briefing and the Department for Education's [Reducing Teacher Workload Action Plan](#), which was last updated in February 2017.

Section five of the briefing briefly summarises selected reports on teacher recruitment and retention.

Further information on the training of teachers, including the different training routes and the financial support available to trainees, is available in Library Briefing Paper 6710, [Initial teacher training in England](#).

1. Introduction

As of November 2015, the total full-time equivalent (FTE) number of teachers in publicly funded schools in England was 457,000. This is the highest total on the current series, which began in 2010, and an increase of 2,000 since 2014. Under the previous series, which is not comparable with the later data, FTE teacher numbers rose from 412,000 in 1995 to 448,000 in 2010.¹

Pupil numbers have been increasing at the same time as the teacher workforce has grown and the ratio of pupils to teachers has remained largely unchanged over the last five years.

Table 1: Pupil:teacher ratios in state-funded schools in England 2011-2015 (November)

	2011	2012	2013	2014	2015
Qualified teacher:pupil ratio	17.8	17.7	17.8	17.9	18.1
Qualified & unqualified teacher:pupil ratio	17.2	17.2	17.2	17.1	17.4

Source: DfE, *School workforce in England: November 2015*, June 2016, table 17a

While the number of teachers has kept pace with changing pupil numbers thus far, it has been contended that there are growing signs of shortages, particularly in certain subjects and in certain geographic areas, and that some schools have experienced difficulties recruiting and retaining teachers.²

The number of teacher vacancies in state-funded schools has risen from 380 (0.1% of the workforce) in 2010 to 730 (0.2%) in 2015; the number of temporarily filled positions increased from 1,790 (0.5% of the workforce) to 2,870 (0.8%) over the same period. In 2015, vacancy rates were above one percent in the following subjects: maths (1.2%), all sciences (1.3%), information technology (1.4%), geography (1.2%) and English (1.2%).³ It was acknowledged by the 2015 Government that these figures are unlikely to fully reflect recruitment difficulties, in part because they are collected in November when vacancy rates are comparatively low.⁴

It is suggested that the pressure on teacher supply may increase over the next few years for a number of reasons, including:

- Pupil numbers are projected to continue rising. Between 2016 and 2025 the number of pupils in state-funded primary schools is expected to increase by 173,000, or 4%, and the secondary

Chart 1: FTE teachers in state-funded schools in England, 2010-2015
(November), Thousands

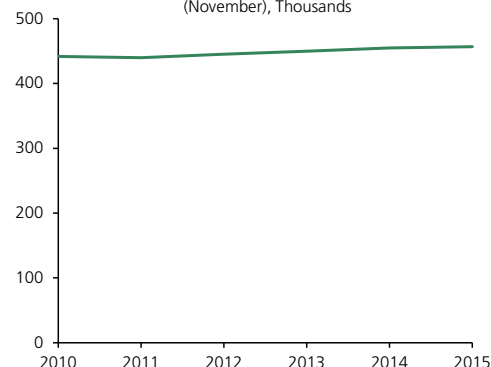
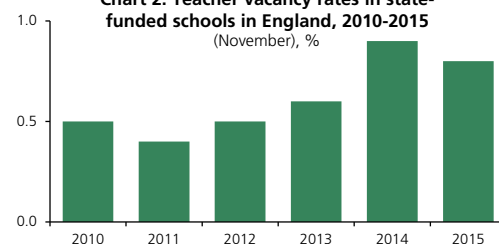


Chart 2: Teacher vacancy rates in state-funded schools in England, 2010-2015
(November), %



¹ Department for Education, [School Workforce in England: November 2015](#), June 2016, tables 1 & 17a.

² For examples, see NAO, [Training new teachers](#), February 2016, p18.

³ Department for Education, [School Workforce in England: November 2015](#), June 2016, table 15.

⁴ NAO, [Training new teachers](#), February 2016, p16. Also see, Education Committee, [Recruitment and retention of teachers](#), February 2017, paras 37-42.

school pupil population is expected to increase by 567,000, or 21%.⁵

- The introduction of the English Baccalaureate (EBacc) performance measure increases demand for teachers in certain subjects, such as languages. This demand may be increased further if proposals in the [2017 Conservative Party Manifesto](#), for 75% of pupils to be studying the EBacc combination of subjects by 2022 (and 90% by 2025), are implemented.⁶
- There could be greater competition for graduates during a period of public sector pay restraint.⁷
- Depending on the final Brexit deal, the UK's exit from the European Union could potentially make it harder to recruit teachers from the EEA to fill any shortages (see box 3).⁸

Box 1: Migration Advisory Committee report on teacher shortages

The Migration Advisory Committee (MAC) advises the Government on migration issues. In May 2016, it was asked by the then Home Secretary, Theresa May, to undertake a review of the labour market for teachers to determine if there was a shortage that should be filled in part through non-EEA migration. In January 2017 it [reported](#) on whether teachers should be included on the UK shortage occupation list. The report concluded that the evidence did not show an occupation-wide shortage of teachers.⁹ Shortages of teachers were found, however, in computer science, Mandarin, general science and modern foreign languages and the MAC recommended that the first three of these subjects should be added to the shortage occupation list. It did not consider it sensible to seek to fill shortages in teachers of European languages from outside of Europe.¹⁰

Secondary school teachers in maths, physics and chemistry were already on the shortage occupation list. The MAC recommended that physics and maths should remain on the list, but that chemistry should be removed as there was not sufficient evidence of a shortage of chemistry teachers.¹¹

This briefing outlines the current position concerning the supply and retention of teachers before setting out Government initiatives in this area. Section four of the briefing provides information on Government efforts to reduce teacher workload, which, it has been argued, is impacting the retention of teachers.¹² The final section briefly sets out the findings of recent reports on teacher recruitment and retention.

⁵ Department for Education, [National pupil projections: trends in pupil numbers](#), July 2016.

⁶ [Forward, Together: Our Plan for a Stronger Britain and a Prosperous Future: The Conservative and Unionist Party Manifesto 2017](#), p51. Further information is contained in Library Briefing 6045, [English Baccalaureate](#).

⁷ NAO, [Training new teachers](#), February 2016, p19.

⁸ [Teacher shortages fuelled by Brexit threat to EU nationals](#), *Guardian*, 31 December 2016.

⁹ Migration Advisory Committee, [Partial review of the Shortage Occupation List: Review of teachers](#), January 2017, p145.

¹⁰ As above, p146.

¹¹ As above, p145.

¹² For example, [NUT/YouGov Teacher Survey on Government Education Policy](#), NUT, 4 October 2015.

2. Supply and retention of teachers

2.1 The Teacher Supply Model

The Department for Education (DfE) uses a statistical model – the Teacher Supply Model – to estimate the number of trainees required in England in each subject and phase for one year in advance, taking into account factors such as pupil projections and estimates of teacher flows.¹³

Using estimates from the Teacher Supply Model, the National College for Teaching and Leadership (NCTL) allocates training places to Initial Teacher Training (ITT) providers and Schools Direct Lead Schools. The number of initial allocations is higher than the estimated number of newly qualified teachers (NQTs) required. This is to reflect that not all ITT providers manage to fill their places, not all trainees complete the course, and not all those who complete the course enter the state-funded sector.¹⁴

It should also be noted that teacher training is not the only potential source of teachers.¹⁵ For example, of the teachers who entered state-funded schools in 2014, only 53% were newly qualified.¹⁶

2.2 Changes ITT allocations process

In June 2015, the NCTL announced that for the 2016-17 academic year eligible schools and ITT providers would not be allocated places to fill, but would instead be able to recruit as many postgraduate trainees as they wished, up to the national limit (i.e. the Teacher Supply Model target). There were also, however, additional controls that placed a stop on recruitment when certain thresholds were met.¹⁷ This included a school-led minimum recruitment level, which ensured that school-led ITT routes were able to recruit at least 51% of the overall market.¹⁸

Schools Week reported concerns from Chris Husbands, Director of the Institute of Education, that the changes to the allocations process would likely lead to a further expansion of Schools Direct and a decline in university-led provision, with unpredictable results:

Chris Husbands, director of the Institute of Education, said: “The immediate likelihood is the further expansion, despite the challenges, of School Direct.

¹³ Department for Education, [Initial teacher training census for the academic year 2016 to 2017, England](#), 24 November 2016, pp3-4.

¹⁴ Department for Education, [Postgraduate Initial Teacher Training \(ITT\) places and the Teacher Supply Model \(TSM\), England 2017-18](#), May 2017, p3.

¹⁵ National Foundation for Educational Research, [Should I Stay or Should I Go?: NFER Analysis of Teachers Joining and Leaving the Profession](#), November 2015, p4

¹⁶ NAO, [Training new teachers](#), 10 February 2016, p8

¹⁷ National College of Teaching and Leadership, [Registering initial teacher training places 2016 to 2017](#), 23 June 2015.

¹⁸ [PQ HL7616](#), 21 April 2016.

"The recent hints are that school and school group bidding for School Direct places for 2016-2017 will account for the vast majority of (initial teacher education), with very loose regional monitoring of demand.

"Essentially, this means higher education allocations will be residual, mopping up numbers not allocated to schools, which is in turn likely to be the hard to recruit areas.

"It's unlikely higher status universities will remain in this highly uncertain market for long, which means the de facto transfer of teacher supply to several thousand competing small businesses.

Recent evidence suggests that the outcomes are likely to be unpredictable."¹⁹

Concerns were also raised that some ITT providers, particularly higher education institutions, could be forced to close their courses long before they were full as a result of the national limit being reached. In response, the NCTL introduced a new rule that in certain subjects providers could keep recruiting until they had offered places to 75% of the number of trainees they had recruited in the previous year.²⁰

Allocations process for 2017-18

For 2017-18, ITT providers were invited to request training places "based on a realistic assessment of local need and minimum sustainability."²¹ The NCTL then divided subjects into three categories, with a different approach to ITT allocations for each:

- **Category 1: most popular subjects (Drama, History, PE and primary).** Places will be allocated to individual providers and they will not be able to recruit above their allocation. This is in recognition that demand for places in these subjects is consistently high.
- **Category 2: mixed approach subjects (Art & Design, Biology, Chemistry, English, Music).** Places will be allocated at provider level for higher education institutions and School Centred ITT (SCITT), with providers unable to recruit above their allocation. School Direct Lead schools will be able to recruit as many trainees as they wish subject to an overall cap in each subject.
- **Category 3: uncapped subjects (Business Studies, Computing, Design & Technology, Geography, Music, Modern Foreign Languages, Classics, Others, Physics, and Religious Education).** Recruitment is uncapped and providers are able to recruit up to and beyond their requested allocation. This is to reflect that these subjects face the most recruitment difficulties or have a low level of demand.²²

Following a proposal in the 2015 Government's White Paper, [*Educational Excellence Everywhere \(March 2016\)*](#), the NCTL additionally

¹⁹ [Teacher training changes will pit providers against each other](#), in Schools Week, 23 June 2015.

²⁰ For a summary see, [New '75% rule' invoked to save some history PGCE providers](#), Schools Week, 26 November 2015; and [Government extends new '75% rule' to English and primary PGCE routes](#), Schools Week, 27 November 2015.

²¹ NCTL, [The allocation of initial teacher training places Methodology for the 2017 to 2018 academic year](#), September 2016, p4.

²² As above, pp4-6.

announced that from 2017-18 it would introduce multi-year allocations for the “highest performing providers” and would explore the possibility of providing multi-year allocations to more providers in the future.²³ The criteria for determining which providers received multi-year allocations are set out in the NCTL’s methodology document and comprised the degree class of trainees, the quality of training, the quality of outcomes, and the recruitment performance against allocations.²⁴

In April 2017, the NCTL informed some ITT providers that they could recruit an extra 25% of trainees on top of their original allocation for 2017-18. The change applies to higher education institutions, SCITTs and Schools Direct partnerships for category 1 subjects (excluding PE and undergraduate courses) and to HEIs and SCITTs in all category 2 subjects. A DfE spokesperson was reported as saying that this was usual practice to allow more freedom in the recruitment process.²⁵

Following some controversy over an apparent delay²⁶, statistics on the training places allocated to providers in 2017-18, including a list of providers granted three-year allocations, were published by the Department for Education on 9 May 2017, [Initial teacher training allocations: academic year 2017 to 2018](#).

Box 2: Impact of reforms to ITT on teacher supply

It had already been contended prior to the changes to the allocations process that reforms to ITT in recent years, in particular the increased focus on school-led ITT routes, have the potential to cause local mismatches of supply and demand of teacher training places. Questions had also been raised concerning the sustainability of some university-centred provision as a result of the reforms.

A 2014 report from Universities UK, for example, outlined the concerns and argued that the increased focus on Schools Direct had “contributed to a shortfall in the number of trainee teachers recruited in several subject areas, such as mathematics and physics.”²⁷

2.3 Initial teacher training census 2016-17

The initial teacher training census measures the recruitment of trainee teachers, including the number recruited, against that required under the Teacher Supply Model.²⁸

Overall teacher recruitment as measured by the initial teacher training census was above target in each year from 2006-07 to 2011-12. It has been below target in each year since.²⁹

²³ NCTL, [The allocation of initial teacher training places Methodology for the 2017 to 2018 academic year](#), September 2016, pp7-9.

²⁴ As above, pp7-8.

²⁵ [Teacher trainers told they can recruit 25% more trainees](#), *Schools Week*, 18 April 2017.

²⁶ For example, see [CEO Blog: Despite attempts to muddy the waters, ITT allocations will see the light of day](#), *MillionPlus*, 4 May 2017.

²⁷ Universities UK, [The impact of initial teacher training reforms on English higher education institutions](#), October 2014, p2.

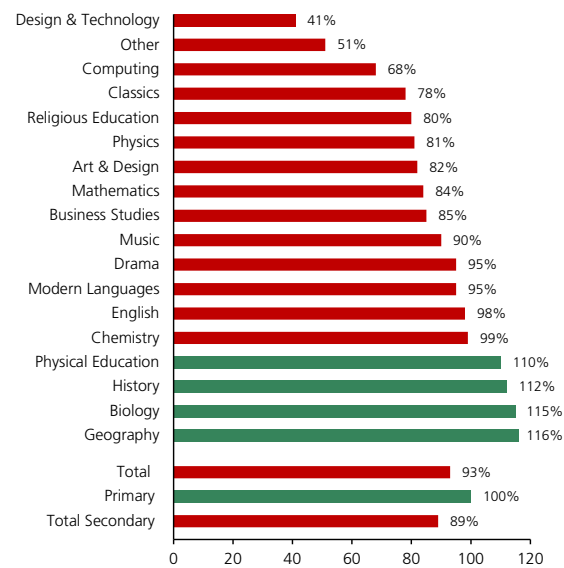
²⁸ Department for Education, [Initial teacher training census for the academic year 2016 to 2017, England](#), 24 November 2016, pp3-4.

²⁹ Department for Education, [Initial teacher training census for the academic year 2015 to 2016](#), England, 19 November 2015, p3

The Initial Teacher Training census for the 2016-17 academic year showed that entrants to primary level were on target. The number of postgraduate trainees recruited at secondary level was 11% or around 2,000 below target. There were wide variations across secondary subjects, with the largest absolute shortfalls, excluding the 'other' category, in design and technology (shortfall of 614), maths (shortfall of 516), computing (shortfall of 231), and physics (shortfall of 211). Recruitment was above target in physical education (surplus of 93), history (surplus of 93), biology (surplus of 174) and geography (surplus of 126).

Around 44% of the 27,000 postgraduate ITT entrants in 2016-17 were recruited by higher education institutions. Just over 39% were recruited onto the two School Direct routes (salaried and fee-based), with around 11% entering SCITT and 5% enrolling on Teach First. Compared with 2015-16, there was an increase in the proportion of new entrants to school-led routes – from 51% to 56% - and a corresponding fall in the proportion of new entrants to universities – from 49% to 44%.³⁰

Chart 3: ITT recruitment against target
2016-17, percentage



Box 3: Qualified Teachers from Overseas

Teachers who are fully qualified in the European Economic Area and, since 2012, Australia, Canada, New Zealand and the United States can be awarded QTS in England with no requirement for further training.

In the 2015-16 financial year (the latest available data), 4,795 QTS awards were made to qualified teachers from the EEA – a 10% increase on the previous year and an increase of 138% compared to 2010-11.

Just over 2,000 QTS awards were made to teachers from Australia, Canada, New Zealand and the United States in 2015-16 – a 27% increase on 2015-15 and a 17% increase compared to 2012-13.³¹

Reaction

Concerns were expressed concerning the most recent figures. The Shadow Education Secretary, Angela Rayner, contended that it amounted to a crisis and Michael Tribe, Interim General Secretary of the Association of School and College Leaders, stated that addressing teacher shortages “needs to be at the top of the Education Secretary’s priority list.”³²

A spokesperson for the DfE stated that the Government “recognised that there are challenges” but rejected that there was a crisis. They instead argued that the census figures showed that “teaching continues to be an attractive career”, that more teachers had been recruited in

³⁰ Department for Education, [Initial teacher training: trainee number census - 2016 to 2017](#), November 2016.

³¹ As above.

³² [Labour warns of teacher training crisis after targets missed again](#), *Guardian*, 28 December 2016; [Teacher recruitment must be at top of Education Secretary's priority list](#), Association of School and College Leaders, 24 November 2016.

key subjects than in the previous year, and that the quality of new entrants “continues to be high.”³³

In his 2015-16 annual report, Sir Michael Wilshaw, the former chief inspector of schools, stated that teacher supply issues were particularly affecting schools in challenging circumstances:

Good teaching depends on good teachers. In recent years, the gaps in teacher supply have affected the ability of schools to recruit the teachers needed for pupils to reach their potential. These weaknesses have been acutely felt by schools in more challenging circumstances. These schools find it even harder to recruit quality teachers, because of their location, performance or context.³⁴

2.4 Retention of existing teachers

Alongside the recruitment of new teachers, the retention of existing teachers is a key component in maintaining teacher supply. It is also an area where concerns have been raised.³⁵

50,150 qualified teachers left the state-funded sector in the 12 months to November 2015, ‘a wastage rate’ of 10.6%. This rate was above equivalent figures for 2013 and 2014 (10.4% and 9.7% respectively) and has increased from 9.6% in 2011. In 2014, the number of teachers leaving the profession was higher than the number entering for the first time since 2011, although the gap was just 200. In the year to November 2015, 470 more teachers left the profession than joined.³⁶

Box 4: Flows in and out of teaching

It is important to note that teachers classed as ‘out of the profession’ at any one date can and do return – these figures summarise flows into and out of the profession, not permanent states.³⁷

The National Foundation for Education Research used the Labour Force Survey to analyse a sample of around 6,900 teachers between 2001 and 2015. It found that, excluding those who retired, 51% of teachers who left state schools left to jobs in the wider school sector. Similarly, it found that, excluding student entrants, 53% of those taking jobs in state schools had previously worked in the wider school sector.³⁸ The report also found that on average the wages of teachers who left the state sector were in the short-term 10% lower than those that stayed in teaching; the data did not allow for a comparison over a period greater than a year.³⁹

20% of newly qualified entrants to the sector in 2013 were not recorded as working in the state sector two years later. The five year out-of-service-rate for 2010 entrants was 30%, the ten year rate for 2006 entrants was 39%. Neither rate has shown much change over time.⁴⁰

³³ [Labour warns of teacher training crisis after targets missed again](#), *Guardian*, 28 December 2016.

³⁴ Ofsted, [Ofsted Annual Report 2015-16: education, early years and skills](#), December 2016, p122.

³⁵ For example, [Teachers leaving profession](#), NUT, 24 October 2016.

³⁶ Department for Education, [School workforce in England: November 2015](#), 30 June 2016.

³⁷ As above.

³⁸ National Foundation for Educational Research, [Should I Stay or Should I Go?: NFER Analysis of Teachers Joining and Leaving the Profession](#), November 2015, p9

³⁹ As above, p10.

⁴⁰ As above.

At the end of December 2013, there were around 230,000 qualified teachers aged under 60 who had previously worked in state schools in England but were no longer doing so. 108,000 qualified teachers have never taught in the state sector.⁴¹

In his 2015-16 annual report, Sir Michael Wilshaw stated that difficulties in retaining teachers made it more difficult to ensure effective supply [figures are based on full-time equivalents rather than headcount]:

Difficulties in retaining teachers makes ensuring an effective supply more challenging. Between 2011 and 2015, the percentage of teachers leaving the profession increased by 14%, with the proportion of those choosing to leave the profession for reasons other than retirement increasing from 64% to 80%. To some extent, this is offset by the 14,000 returners to the profession over the same period. Nevertheless, in the 12 months to November 2015, just over 43,000 qualified teachers in England left the state sector. This equates to one in 10 teachers leaving the profession: the highest proportion for 10 years. Of greatest concern, one quarter of teachers are no longer in post three years after qualifying and entering service and more than 100,000 potential teachers have never taught in the state sector, despite finishing their training and gaining qualified teacher status.⁴²

Box 5: DfE regional data on the teacher workforce

In its response to the Public Accounts Committee report on the training of new teachers (see section 5.8 below), the 2015 Government stated that it had begun a programme of work in June 2016 to “develop the use of existing data that will improve its understanding of the teacher supply market at a more local level.” The first output of this work, a local analysis of the teacher workforce, was published in September 2016 and is available at: [Local analysis of teacher workforce: 2010 to 2015](#).

Among other things, the analysis found that “school-to-school mobility is now the biggest source of new entrants to schools – and is therefore a key driver of increased recruitment in schools.” It additionally found that schools in areas with higher levels of deprivation have slightly higher rates of school-to-school mobility and teacher wastage.⁴³

The Government response stated that a second strand of work beginning in Autumn 2016 would “test new approaches to enable the Department to identify those schools experiencing the greatest teacher recruitment challenges.”⁴⁴

NCTL research on teacher retention rates (July 2016)

Research published by the NCTL in July 2016 gave initial estimates of teacher retention rates by ITT route. The report cautioned against over-interpreting small differences, but highlighted some key findings that were unlikely to diminish as data quality improves:

- Three regions of England – North East, North West and South West – appear to have large numbers of new qualified teachers who do not join a state-sector school immediately after achieving QTS.

⁴¹ Department for Education, [School workforce in England: November 2015](#), 30 June 2016.

⁴² Ofsted, [The Annual Report of Her Majesty's Chief Inspector of Education, Children's Services and Skills 2015/16](#), December 2016, p124.

⁴³ Department for Education, [Local analysis of teacher workforce: 2010 to 2015](#), September 2016, pp2-3.

⁴⁴ HM Treasury, [Treasury Minutes: Government responses to the Committee of Public Accounts on the Thirty Seventh and the Thirty Ninth reports from Session 2015-16; and the First to the Thirteenth reports from Session 2016-17](#), November 2016, p24

- Those studying on undergraduate with QTS courses have low initial retention rates in the profession, though we cannot know whether this results from subsequent choices made by the individual or recruitment decisions made by schools.
- Teach First has very high two year retention rates, but thereafter their retention is poorer than other graduate routes.
- Ethnic minority teacher trainees have very low retention rates.
- Individuals who train part-time or who are older have much poorer retention rates, which may simply reflect other family commitments that interfere with continuous employment records.⁴⁵

2.5 DfE analysis of teacher supply and retention

On 25 May 2017 the DfE published an [analysis of trends in teacher supply, retention and mobility in England between 2010 and 2015](#).⁴⁶

The first two sections of the report provided information on those entering and leaving the teaching profession. Among other things, it stated that:

- The entrant rate (teachers identified as an entrant as a proportion of the total number of teachers) increased between 2011 and 2015, driven by an increased need for teachers of English Baccalaureate (EBacc) subjects.
- The wastage rate increased in every subject between 2011 and 2015, but this was offset by rising entrant numbers. The rise in the wastage rate was despite a fall in the retirement rate and was driven by an increase in those leaving to 'go out of service'
- PE had the lowest wastage rate of any subject in each year between 2011 and 2015; History had the second lowest in each year, while Physics had either the highest or second highest wastage rate in each year.
- The returner rate (the number of teachers in a subject identified as returning to the profession as a proportion of the total number of teachers in a subject) rose in each subject between 2011 and 2015. The report stated that this was "likely to be closely related" to an increase in the pool of teachers who can be recruited as returners because of the increase in those leaving to 'out of service'.⁴⁷

⁴⁵ National College for Teaching and Leadership, [Linking ITT and workforce data: \(Initial Teacher Training Performance Profiles and School Workforce Census\)](#), July 2016, p4.

⁴⁶ Department for Education, [Analysis of teacher supply, retention and mobility](#), May 2017.

⁴⁷ As above, pp2-20.

Teacher retention analysis

The third section of the report provided an analysis of the characteristics associated with the retention of teachers, both within a school and within the system as a whole. It built on the analysis published by the DfE in September 2016 (see box 4 above), which showed an increase in school-to-school teacher mobility and in teacher 'out of service' wastage.

The report found that "there is no single observable factor that can explain why teachers and leaders move to a different school, or why they leave the profession altogether, but that there are some factors that are better at predicting such moves than others. The report noted that:

- Teachers with permanent contracts have higher retention rates, both in school and in the system.
- Retention rates increase with age and experience, and are higher outside London and in schools rated 'Good' or 'Outstanding' by Ofsted.
- The deprivation of a school's area does not seem to be a major driver of in-system retention once other characteristics are controlled for, but it is likely to feed in through the relationship between deprivation and other predictive factors.
- Full-time teachers are less likely to leave the system than part-time teachers, but more likely to move schools.
- Holding a more senior post in a school is associated with higher in-system retention.⁴⁸

With regards to teacher mobility between schools and geographic areas, the report found that most teachers stay within commuting distance when moving schools and that secondary teachers were more likely to move a greater distance than primary teachers.⁴⁹

⁴⁸ Department for Education, [Analysis of teacher supply, retention and mobility](#), May 2017, p3 & pp21-40.

⁴⁹ As above, p3.

3. Government initiatives to encourage teacher recruitment

This section provides a very brief overview of the bursaries and scholarships available to trainee teachers before providing information on other Government initiatives to increase teacher recruitment since 2015.

3.1 Bursaries and scholarships

There are a number of financial incentives aimed at encouraging recruitment to initial teacher training, including bursaries and scholarships for individuals training in certain subjects. The level of bursary varies with the subject and with the degree class of the trainee. Trainees with a first class degree in physics, for example, are eligible for a bursary of £30,000 in 2017-18; the bursary for a trainee with a first class history degree is £9,000. Some teacher training routes also offer a salary during training (for example, Teach First and School Direct (salaried)). Further information is available on the Get Into Teaching website at: [Bursaries and funding](#).

More information on the various routes into teaching, including the financial incentives they offer, is provided in Commons Library Briefing Paper 6710, [Initial teacher training in England](#).

3.2 Training additional maths and physics teachers

In December 2014, the Coalition Government made a commitment, subsequently reiterated in the Conservative Party's 2015 manifesto, to train 17,500 maths and physics teachers over the next five years "over and above current levels". It was announced that £67 million would be invested under the scheme.⁵⁰

In March 2015, details of the initiatives to fulfil this commitment were announced. They included:

- Plans to deliver 2,500 new maths and physics teachers by:
 - Providing support for trained maths and physics teachers who want to return to the profession.
 - Introducing new fast-track programmes to attract career changers into teaching, including new part-time training routes. In evidence to the Education Select Committee in October 2015, the then Education Secretary, Nicky Morgan, stated that the Government had awarded 18 School direct lead schools grant funding of up to £20,000 to "develop and recruit to part-time and abridged School Direct

⁵⁰ [Maths and science must be the top priority in our schools, says Prime Minister](#), Prime Minister's Office, 8 December 2014.

(salaried) ITT [initial teacher training] courses in maths and physics”.⁵¹

- Offering up to £15,000 to maths and science undergraduates in return for a commitment to teach for three years after graduating. Further information about the scheme, which is run by the Education Development Trust, is available on the website of the [Future Scholars Programme](#).
- Piloting new physics degrees, which began in 2016-17, that allow students to get a teaching qualification alongside their degree.
- Expanding the existing [maths and physics chairs programme](#), under which individuals with PhDs are recruited on an uplifted salary to teach in schools and train those around them.
- Making available paid internships to maths and physics undergraduates who want to experience teaching before committing to a career. A pilot scheme took place in summer 2016 and applications have now closed for a second cohort that will run in summer 2017. Further information is available at: [Paid internship scheme for teaching](#).
- Providing £24 million to “upskill 15,000 existing teachers who do not specialise in maths and physics.”⁵² Further information is available in guidance published by the NCTL, [Teacher subject specialism training: secondary mathematics and physics](#).⁵³

3.3 Returning teachers pilot

In September 2015, the then Government announced a Supporting Returning Teachers pilot, aimed at improving teacher recruitment in English Baccalaureate subjects in hard to recruit areas. Under the pilot, support was provided to qualified teachers who were not currently teaching in maintained schools and wished to return to the profession. Grant funding of £1,900 per teacher was provided. Further information is provided in [guidance](#) from the NCTL.⁵⁴

Applications for the pilot took place between September and December 2015, with the intention that teachers would be supported back into permanent positions by November 2016.⁵⁵

In December 2016, *Schools Week* reported that 428 returner teachers were trained in the pilot. Of those trained, 106 were English teachers

⁵¹ Education Committee, [Written evidence from the Secretary of State for Education](#), 9 October 2015.

⁵² [Major push to get more maths and physics teachers into our classrooms](#), Prime Minister's Office, 11 March 2015.

⁵³ [Teacher subject specialism training: secondary mathematics and physics](#), National College of Teaching and Leadership, last updated 25 September 2015.

⁵⁴ National College for Teaching and Leadership, [Supporting returning teachers](#), 20 October 2015.

⁵⁵ [Return to Teaching programme](#), National College of Teaching and Leadership, 20 October 2015.

and 100 were languages teachers. Among other subjects, 17 teachers were re-trained in chemistry and 18 in physics.⁵⁶

3.4 National Teaching Service

In a speech on 3 November 2015, Nicky Morgan announced plans for a National Teaching Service to place teachers in underperforming schools in areas that struggle to recruit teachers:

So today I'm delighted to announce that we will be delivering on yet another of our commitments with the creation of a National Teaching Service.

A new national programme that will get our best teachers and middle leaders into underperforming schools in areas where they are needed most.

We know that the areas I've named today - coastal towns and rural areas struggle because they struggle to recruit and retain good teachers, they lack that vital ingredient that makes for a successful education.

The National Teaching Service will play a key part in solving this problem.

By 2020 it will have deployed 1500 outstanding teachers and middle leaders to underperforming schools.⁵⁷

A DfE press release stated that the teachers would be employed in schools for up to three years and that, "outstanding teachers who sign up to the NTS will receive a package of support including a clear path to promotion and leadership roles."⁵⁸ An initial pilot was launched to enlist teachers to start work in schools in Lancashire, West Yorkshire, Greater Manchester, Merseyside and parts of Cheshire from September 2016.⁵⁹

Dropping of National Teaching Service

In December 2016, it was reported that following the pilot the 2015 Government had decided not to progress with the further roll-out of the National Teaching Service.⁶⁰ Data released in response to freedom of information requests showed that there were 116 applications for the pilot programme, 54 of which were recruited. As of December 2016, 24 of those recruited had been matched with schools.⁶¹ The pilot had aimed to recruit 100 teachers.⁶²

⁵⁶ [Pilot to return teachers into classrooms failed to fill chemistry and physics spaces](#), 30 December 2016. See also, [Flexible hours demand scuppers Return to Teaching pilot](#), *Schools Week*, 14 January 2017.

⁵⁷ [Nicky Morgan: one nation education](#), Department for Education, 3 November 2015.

⁵⁸ [Nicky Morgan: no tolerance of areas where majority of pupils fail](#), Department for Education, 2 November 2015.

⁵⁹ [National Teaching Service: for teachers and middle leaders](#), National College for Teaching and Leadership, 29 January 2016.

⁶⁰ [National Teaching Service cancelled after just 24 accept places](#), *Schools Week*, 1 December 2016.

⁶¹ [Exclusive: DfE abandons National Teaching Service](#), *TES*, 1 December 2016.

⁶² [PQ 40132](#), 14 June 2016.

3.5 Education Excellence Everywhere White Paper

After providing an overview of steps already taken, the March 2016 DfE White Paper, *Education Excellence Everywhere*, outlined a number of initiatives to increase teacher supply, including:

- Taking steps to improve “understanding of how the teacher labour market varies between schools in different areas.”
- Reforming the National College for Teaching and Leadership (NCTL) so that the Government is “better able to design and deliver well-targeted initiatives”.
- Creating “simple web tools to enable schools to advertise vacancies more easily” and a new, free national teacher vacancy website. In response to a parliamentary question in December 2016, the Education Secretary stated that the Government was “testing out different approaches to how to deliver [a] website most effectively, so we can make sure that it will be of maximum value to all schools.”⁶³
- Doing more to encourage schools to use freedoms over pay and reward to recruit teachers in priority areas.
- Supporting the school-led system to improve ITT, which will help tackle barriers to recruitment and retention.
- Encouraging schools to develop more part-time training routes and provide guidance on how to make part-time and job sharing arrangements work.
- Replacing Qualified Teacher Status with a stronger, more challenging accreditation to raise the status of the profession.
- Introducing a new standard for Teachers; Professional Development to help schools improve CPD. A [standard for teachers’ professional development](#) was developed by an expert group and published in July 2016.⁶⁴

The Education Committee report, *Recruitment and retention of teachers* (see section 5 below), noted the initiatives outlined in the White Paper but stated that it was unclear following the change of Government what policies will be pursued:

The Government published the White Paper Educational Excellence Everywhere in March 2016, which outlined a series of initiatives to tackle recruitment and retention. However, following a change of Government, it is as yet unclear what policies from the 2016 White Paper will be pursued by the new Secretary of State for Education appointed in July 2016.⁶⁵

3.6 Returners Engagement Programme Pilot

In November 2016, the NCTL launched a second pilot scheme to recruit returning teachers. Under the pilot, a package of support, including a bursary of £600 and a 2-4 week training course, will be provided to returning teachers in maths, physics, and languages. Schools Direct lead schools, multi-academy trusts, and higher education institutions, among

⁶³ [HC Deb 19 December 2016 c1159](#).

⁶⁴ Department for Education, [Educational Excellence Everywhere](#), March 2016, pp24-35.

⁶⁵ Education Committee, [Recruitment and retention of teachers](#), February 2017, p3.

others, in the north-west and south-east were invited to become lead schools for the pilot. Lead schools will be provided with grant funding and will be responsible for coordinating the programme of support. They will receive a further payment upon employment of the returning teacher. The application round for the second cohort of the pilot closed on 20 February 2017.

Further information is provided in guidance published by the NCTL, [Returners Engagement Programme](#).

3.7 International Recruitment Strategy

In January 2017, the BBC reported that the Government was planning to employ a private company on a contract worth between £120,000 and £300,000 to support schools in recruiting maths and physics teachers from the Czech Republic, Germany, Poland and the USA.⁶⁶

In response to a parliamentary question in February 2017 the Schools Minister, Nick Gibb, provided further information on the international recruitment strategy:

Angela Rayner: To ask the Secretary of State for Education, whether she plans to expand the International Teacher Recruitment Strategy; and if she will make a statement.

Nick Gibb: The Department for Education is supporting a pilot project to recruit qualified mathematics and physics teachers from overseas. We will review the pilot project to inform plans for the future.

We recently signed an agreement with the Spanish Ministry of Education to join their Visiting Teachers programme. It provides opportunities for schools to recruit qualified teachers from Spain. Visiting teachers will be available from September 2017 for a year, with options to extend the programme where appropriate.⁶⁷

3.8 Teach First change of focus

In February 2017, Teach First announced that it would increase the number of its participants teaching in the first six opportunity areas (Blackpool, Derby, Norwich, Oldham, Scarborough, and West Somerset).⁶⁸ *Schools Week* reported the charity's chief executive as stating that the intention was for a 40% growth in the number of graduate trainees in these areas.⁶⁹

Teach First initially exclusively sent its trainees to London but gradually expanded into other areas. In evidence to the Education Select Committee in October 2015, the then Education Secretary, Nicky Morgan, stated that the Government was funding the expansion of Teach First into all the regions of England by 2016.⁷⁰

⁶⁶ [Overseas teacher recruitment drive revealed](#), *BBC News*, 26 January 2017.

⁶⁷ [PQ 62489](#), 10 February 2017.

⁶⁸ [Social mobility charity targets 'cold spots' for investment during Education Secretary visit to Derby](#), *TeachFirst*, 2 February 2017.

⁶⁹ [Teach First plans 40% growth in social opportunity areas](#), *Schools Week*, 11 February 2017.

⁷⁰ Education Committee, [Written evidence from the Secretary of State for Education](#), 9 October 2015.

Box 6: Opportunity Areas

On 4 October 2016, the Education Secretary, Justine Greening, announced £60 million of funding for six 'Opportunity Areas' to help them "address the biggest challenges they face". The six areas were Blackpool, Derby, Norwich, Oldham, Scarborough, and West Somerset. It was stated that the areas would be given prioritised access to a wider support package, including a £75 million teaching and leadership innovation fund "focused on supporting teachers and school leaders in challenging areas to develop."⁷¹

In January an additional six opportunity areas were announced: Bradford, Doncaster, Fenland & East Cambridgeshire, Hastings, Ipswich and Stoke-on-Trent. It was stated that the 12 opportunity areas would share £72 million of funding⁷².

3.9 Recruitment and retention package

In a speech to the Association of School and College Leaders in March 2017 the Education Secretary, Justine Greening, set out the Government's teacher "recruitment and retention package." On recruitment and retention the Minister stated, among other things, that:

- She had "tasked [the DfE] to get under the skin of [teacher recruitment and retention] data, so we can really start to understand the recruitment and retention challenges at a more local level."
- A "significant portion" of the £70 million of funding for the northern powerhouse schools strategy would be spent on "piloting new approaches to attracting and retaining teachers in the North of England."
- Expressions of interest would be sought from providers with "innovative teacher training models...that can ensure more high-quality new teachers reach the schools and areas that need them most."
- The Government would look at how to increase flexible working within teaching in part as a way to improve supply and retention.
- She wanted to strengthen Qualified Teacher Status and make strong continued professional development the norm.⁷³

3.10 Conservative 2017 election manifesto

The Conservative Party manifesto for the 2017 election stated that to help teachers remain in the profession, the party would "offer forgiveness on student loan repayments while they are teaching and bring in dedicated support to help them throughout their careers."

The manifesto additionally stated that:

- Bursaries would continue to be offered in order "to attract top graduates into teaching."

⁷¹ [Social mobility package unveiled by Education Secretary](#), Department for Education, 4 October 2016.

⁷² [Education Secretary announces 6 new opportunity areas](#), Department for Education, 18 January 2017.

⁷³ [Justine Greening: teacher development key to school improvement](#), Department for Education, 10 March 2017.

- A single jobs portal, like NHS jobs, will be created for schools to advertise vacancies.⁷⁴
- Teaching assistants will be able to become qualified teachers via a degree apprenticeship route.⁷⁵

4. Teacher workload

While not the only factor, it has been suggested that workload is a major reason why teachers consider leaving the profession.⁷⁶ The 2015 Government also highlighted reducing teacher workload as a way of encouraging teacher retention.⁷⁷

4.1 The Workload Challenge

In October 2014 the then Education Secretary, Nicky Morgan, launched the 'Workload Challenge' – a survey of teachers aimed at identifying the causes of excessive workload and what could be done to reduce it.⁷⁸ The consultation lasted until 21 November 2014, during which time around 44,000 people responded.⁷⁹

Box 7: Ofsted's clarification for schools

On 17 October 2014, [Ofsted published Ofsted inspections: clarifications for schools](#), in order to "confirm facts about the requirements of Ofsted and to dispel myths that can result in unnecessary workloads in schools". The current version was published in September 2015.

Findings

On 6 February 2015, the DfE published its [response](#) to the Workload Challenge along with a [research report](#) that outlined the key findings based on a sample of 10% of respondents.

The research report identified data management, marking and planning as the three tasks most frequently cited as contributing to "unnecessary and unproductive workload."⁸⁰

Concerning the drivers of workload, the most commonly cited causes were accountability or the perceived pressures of Ofsted, tasks set by school leaders, working to local or school-level policies, and policy change at a national level.⁸¹

Government response

The Coalition Government's response to the Workload Challenge acknowledged the impact that decisions by government could have on

⁷⁴ Conservative Party, [Forward. Together: The Conservative and Unionist Party Manifesto 2017](#), May 2017, p51.

⁷⁵ As above, p53.

⁷⁶ For example, see Education Committee, [Recruitment and retention of teachers](#), 21 February 2017, p15.

⁷⁷ For example, see [PO HL5462](#), 9 February 2016

⁷⁸ [Nicky Morgan: 'I want to build a new deal for teacher workload – and I need your help'](#), TES, 21 October 2014.

⁷⁹ Department for Education, [Government response to the Workload Challenge](#), February 2015, p4.

⁸⁰ Department for Education, [Workload Challenge: Analysis of teacher consultation responses](#), February 2015, pp7-8

⁸¹ As above, p8

teacher workload and noted the pressures created by the accountability system.⁸²

The response outlined a series of changes that would be set out in a new departmental protocol. This included commitments that:

- Ministers will “do more to consider the impact on schools when introducing significant policy changes”, and the DfE will discuss workload implications and issues as part of its engagement with school leaders and teachers on significant policy changes.
- The Government will introduce a minimum lead-in time for significant accountability, curriculum and qualifications changes, and will not make changes to qualifications during a course.
- The Government will introduce a commitment not to make substantive changes which will affect pupils during the school year, or in the middle of a course resulting in a qualification.
- Ofsted will not make substantive changes to the School Inspection Handbook or framework during the academic year, except where changes to statute or statutory guidance make it necessary.⁸³

The protocol was published in March 2015 and was last updated in February 2017. It is available at: [Department for Education Protocol for changes to accountability, curriculum and qualifications](#).

Additional actions for the Government that were outlined in the response included commitments to:

- Create a central repository of evidence about what works in other schools, and research about the best way to do things like marking, data management and planning.
- Provide support for headteachers by reviewing all leadership training, including the coaching and mentoring offer.
- Conduct a survey of teacher workload early in Spring 2016, which would be comparable with the OECD’s Teacher and Learning International Survey (TALIS) and would replace the previous workload diary survey.⁸⁴

The response also stated that Ofsted would continue to update its myths and facts document and would, from 2016 onwards, look to make its inspection handbook shorter and simpler.⁸⁵

An outline of the actions the Government has taken since the Workload Challenge is available in a policy paper on the Gov.uk website: [Reducing teacher workload](#).

Reaction

While welcoming some of the plans, the teaching unions were critical of the then Government’s response to the Workload Challenge.⁸⁶ A joint letter from the unions to the Education Secretary in February 2015

⁸² Department for Education, [Government response to the Workload Challenge](#), 6 February 2015, p5.

⁸³ As above, pp9-10.

⁸⁴ As above, pp10-13

⁸⁵ As above, pp11-12

⁸⁶ A summary of the views expressed by the unions is provided in, “[Unions criticise government’s “woefully inadequate” response to Workload Challenge](#)”, *Schools Week*, 6 February 2015.

stated that the Government's proposals contained "little new with regard to inspection" and would therefore fail to address the "root cause of the workload problem", which it identified as "the high stakes system of accountability and Ofsted in particular"⁸⁷

4.2 Workload review groups

On 2 October 2015, the then Education Secretary, Nicky Morgan, announced the creation of three new workload review groups: [the Marking policy Review Group](#), [the Planning and Resources Review Group](#), and the [Data Management Review Group](#). A DfE news story that the groups would "look at the top issues that teachers said caused the most bureaucracy."⁸⁸

The reports from the Workload Review Groups were published in March 2016 and are available on the Gov.uk website at:

- [Reducing teacher workload: Data Management Review Group report](#)
- [Reducing teacher workload: Marking Policy Review Group report](#)
- [Reducing teacher workload: Planning and Resources Group report](#)

The reports are aimed at teachers, school leaders and governing bodies and outline the problems in each area and offer advice on how they can be addressed.

4.3 School research projects

In January 2017, the DfE announced that eleven schools had been provided with funding of up to £30,000 to carry out research projects "into efficient and effective approaches which reduce unnecessary workload." The schools will work with professional researchers and partner schools to examine current practices and develop solutions to better manage workload. It is expected that the projects will be completed by summer 2017 with the reports published in spring 2018. Further information is available at: [Workload challenge: school research projects](#).

4.4 Workload survey 2016 published

In February 2016, the 2015 Government invited a representative sample of schools to take part in a large-scale survey of teacher workload. The survey ran until 29 February 2016. It is intended that surveys of teacher workload will be conducted every two years.⁸⁹

The results of the survey were published in February 2017. Teachers reported working an average of 54.4 hours a week. Primary teachers and middle leaders reported working an average of 55.5 hours a week; secondary teachers reported working 53.5 hours a week. The figure for

⁸⁷ [Letter from ASCL, ATL, NAHT, NUT and Voice to the Secretary of State for Education and the Deputy Prime Minister](#), 9 February 2015.

⁸⁸ [Action to address the top 3 teacher workload issues](#), Department for Education, 2 October 2015.

⁸⁹ Department for Education, [Reducing teacher workload](#), last updated 24 February 2017.

secondary teachers was higher than the average working week of 45.9 hours recorded in the OECD's 2013 international survey of key stage 3 secondary school teachers (TALIS).

Other key findings included:

- Across all schools, senior leaders reported working 60.0 hours a week.
- Almost a third of part-time teachers reported that 40% of their total hours were worked outside of school hours compared to almost a quarter of full-time teachers.
- Classroom teachers and middle leaders spent an average of 21.6 hours teaching in the reference week (40% of their total reported hours). An average of 33 hours was reported as being spent on non-teaching tasks.
- 93% of respondents stated that workload in their school was "at least a fairly serious problem." 52% cited workload as a "very serious problem."
- Primary teachers with less than six years' experience reported working 18.8 hours a week outside of school hours, two hours more than more experienced colleagues.⁹⁰

4.5 Reducing teacher workload action plan, February 2017

Further information on Government actions since the Workload Challenge is available in an [action plan](#) published by the DfE.

The action plan was last updated in February 2017 following publication of the workload survey. It outlines how the Government intends to address issues raised by the workload survey and the reports of the workload review groups.

4.6 Conservative Party Manifesto 2017

In addition to the commitments on teacher supply and retention (see section 3.10 above), the Conservative Party's 2017 manifesto stated that the party would ensure "support for teachers in the preparation of lessons and marking, including through the use of technology, and...bear down on unnecessary paperwork and the burden of Ofsted inspections."⁹¹

⁹⁰ Department for Education, [Teacher Workload Survey 2016: Research brief](#), February 2017, pp3-7.

⁹¹ Conservative Party, [Forward, Together: The Conservative and Unionist Party Manifesto 2017](#), May 2017, p51.

5. Reports on teacher recruitment and retention

This section provides brief information on selected recent reports concerning teacher recruitment and retention (published since the start of 2016).

5.1 NFER report on teacher retention (May 2017)

In May 2017, the National Foundation for Educational Research published the first update from a research project aimed at gaining “a deeper understanding of the dynamics within the teacher workforce in England.” The update focused on differences in teacher retention rates by subject and was based on analysis of the school workforce data.

The analysis found that rates of teachers leaving the profession are particularly high for early career teachers in science, maths and languages. It stated that this, together with difficulties in recruiting new trainees in these subjects, makes it increasingly hard for schools to find suitable staff and may make it difficult for the Government to achieve its aim to increase the proportion of pupils entered for the EBacc. The report suggested that one factor behind the high wastage rate could be that teacher pay in these subjects is below what science and maths graduates could earn elsewhere.

The report also noted that maths, physics and languages teachers have higher than average leaving rates in the first few years after training, and that these subjects attract large training bursaries. It recommended that “evaluation of the impact of bursaries on entry and retention rates is urgently needed to assess their cost effectiveness.”⁹²

5.2 HEPI, *Whither Teacher Education and Training* (April 2017)

In April 2017, the Higher Education Policy Institute (HEPI) published a report on the past, present and future of teacher training, written by Dr John Carter, the Vice Chancellor of Edge Hill University.

The report questioned whether bursaries are an effective way of boosting recruitment and noted a suspicion that some trainees are attracted by the bursary but do not intend to teach or stay in the profession for more than a couple of years. It recommended the replacement of the current bursary system with ‘forgivable fees’. Such a policy would, it said, “reward teaching and retention in the profession, not training” and would mean that teachers could be free of tuition fee debt by the age of 30.⁹³

⁹² National Foundation for Educational Research, [Teacher Retention and Turnover Research](#), May 2017, p3.

⁹³ Higher Education Policy Institute, [Whither Teacher Education and Training?](#), April 2017, p43.

The report also made a number of other recommendations, including (but not limited to):

- Launching a new media campaign.
- Granting all ITT providers multi-year allocations.
- Providing a greater range of personal development opportunities for teachers.
- Refining, clarifying and simplifying the career-progression ladder to “recognise outstanding teachers and support retention.”⁹⁴

5.3 Education Committee, *Recruitment and retention of teachers* (February 2017)

In February 2017, the Education Committee published the report of its inquiry into teacher supply: [*Recruitment and retention of teachers*](#).

The report concluded that “schools face increasing challenges of teacher shortages, particularly within certain subjects and regions” and that rising pupil numbers and changes to accountability, such as the focus on English Baccalaureate subjects, “will exacerbate existing problems.” It stated that the Government is aware of the issues but “needs to identify a strategic, long-term plan to effectively address them.” The “failure of the National Teaching Service”, had, it added, left “a gap in the Government’s plans to tackle regional shortages.”⁹⁵

The report’s other conclusions and recommendations included:

- The Government should follow through its plan to launch a national teacher vacancy website and should publish teacher shortages on a regional basis to inform teacher recruitment.⁹⁶
- Research suggests that more teachers are leaving the profession. While the Government has focused on improving teacher recruitment, focusing more resources on improving the retention of teachers may be a more cost effective way of improving teacher supply in the long term.⁹⁷
- The Government must do more to implement the recommendations of the Workload Challenge and school leaders should take greater account of teacher workload, which could include ‘capping’ the number of hours worked outside of teaching time.⁹⁸
- Ofsted must do more to dispel misunderstandings of its requirements and should promote good practice by monitoring workload in inspections.⁹⁹
- All teachers should have access to high-quality continuing professional development in order to improve professionalism and enhance teacher retention.¹⁰⁰

⁹⁴ Higher Education Policy Institute, [*Whither Teacher Education and Training?*](#), April 2017, pp46-7.

⁹⁵ Education Committee, [*Recruitment and retention of teachers*](#), February 2017, p10.

⁹⁶ As above, p13.

⁹⁷ As above, pp15-16.

⁹⁸ As above, p82.

⁹⁹ As above.

¹⁰⁰ As above, p24.

Government response

The 2015 Government published its response to the Committee's report on 2 May 2017. The response stated that the DfE had "made good progress in recruiting more teachers to train in priority subjects, even in the context of a strengthening graduate labour market", and that teacher retention rates had remained broadly stable for the past 20 years. It recognised, however, that "significant challenges remain" and provided an overview of initiatives to improve recruitment and retention.

In response to the Committee's specific recommendations the report stated, among other things, that:

- The DfE is working with the Spanish Ministry of Education to extend the [Visiting Teacher Partnership](#) scheme to schools in England; the scheme will be piloted for a year from autumn 2017.
- The Government intends to "take further steps to support areas with insufficient supply of high-quality training", and expects to support a number of pilot projects from the 2018-19 academic year.
- Research and analysis is ongoing to analyse local teacher supply using a 'supply index' that combines a range of indicators.¹⁰¹

5.4 Sutton Trust, *Science shortfall* (January 2017)

In January 2017, the Sutton Trust published a research brief on the supply of science teachers, [Science Shortfall](#). The report concluded that "specialist science teaching in English secondary schools suffers from a recruitment problem", with a "consistent failure to attract the required number" and those who do train tending to have lower qualifications compared to other teachers and other science graduates. The issue was, the report said, "particularly acute in physics."

The report additionally stated that:

- Schools with the largest numbers of disadvantaged pupils are the least likely to have teachers with the relevant science qualification.
- Secondary academies are more likely to have science specialists than maintained schools.
- Independent schools are more likely than state schools to have science teachers with qualifications in their main teaching subject.¹⁰²

It recommended that "further efforts need to be made to ensure that state school teachers have qualifications in the subjects that they are teaching" and that incentives to address teaching shortages should be targeted at schools in less advantaged areas. It additionally recommended that local authorities or multi-academy trusts should

¹⁰¹ Education Committee, [Recruitment and retention of teachers: Government Response to the Committee's Fifth Report](#), May 2017.

¹⁰² Sutton Trust, [Science Shortfall](#), January 2017, p1.

encourage teachers from other schools to offer CPD courses in schools with shortages of physics teachers.¹⁰³

5.5 Education Policy Institute, *Teacher workload and professional development* (October 2016)

In October 2016 the Education Policy Institute (EPI) published a report that used data from the OECD's Teaching and Learning International Survey (TALIS) to examine teachers' working hours, pay and experiences in secondary school.

The EPI concluded that teachers in England are working longer hours than in most other countries covered by the TALIS survey and that long working hours are hindering teachers' access to CPD. It added that "long hours, low starting pay and limited access to professional development create a risk of 'burn out', especially in the early stages of careers".

With secondary pupil numbers set to increase, the report stated that it is unlikely that teaching timetables can be reduced if teacher numbers do not increase and class sizes do not grow. Alongside recommendations around CPD, the use of ICT and reducing the burden of marking and administration, the report recommended that policy makers may want to consider that creating economies of scale through multi-academy trust arrangements or school capacity policy may help ease workload as teachers in larger schools tend to work slightly shorter hours.¹⁰⁴

5.6 NFER analysis of teacher retention (September 2016)

In September 2016, the National Foundation for Educational Research (NFER) published an analysis of teacher retention based on survey evidence and 21 in-depth interviews with teachers who had recently left or were considering leaving the profession.

The NFER found that the majority of teachers were not considering leaving the profession, with nearly half "engaged" and only a minority "disengaged". The report found a strong interaction between retention and engagement, with 90% of engaged teachers not considering leaving the profession. Factors found to be associated with retention included job satisfaction, having adequate resources, reward and recognition and being well supported by management.

The report additionally found "no evidence of any influence of a school's proportion of free school meal pupils, academy status, or region on intent to leave the profession."¹⁰⁵

¹⁰³ Sutton Trust, [Science Shortfall](#), January 2017, p6.

¹⁰⁴ Education Policy Institute, [Teacher workload and professional development in England's secondary schools: insights from TALIS](#), January 2017.

¹⁰⁵ National Foundation for Educational Research, [Engaging Teachers: NFER Analysis of Teacher Retention](#), September 2016, p2.

5.7 IFS report on the costs, benefits and retention rates of initial teacher training routes (July 2016)

In July 2016, the Institute for Fiscal studies published research into the longer-term costs and benefits of different ITT routes. The report found that ITT costs an average of £23,000 per trainee, taking into account costs to government and schools. In addition, the drop-out rate of recently trained teachers means that over £38,000 is spent on training for every teacher still in post five years after completing training.

The report also looked at the costs, benefits and retention rates of each ITT route. The findings from the report included:

- The cost of ITT varies considerably between routes, from around £17,000 for primary teachers trained via the undergraduate route to around £38,000 per Teach First trainee (£14,000 higher than any other route)
- The proportion of teachers still working in a state school five years after their training varies by route. Around 60% of Teach First trainees have left teaching within five years.
- The introduction of bursaries (see section 4 below) represents a “significant cost”. Evidence on the effectiveness of bursaries in recruiting and retaining high-quality teachers is “urgently needed.”
- Retention rates are lower in areas where there is an excess supply of trainees, which highlights the need for ITT allocations to take into account local demand for teachers. Allocating on a national ‘first-come first-served’ basis means training places have not always been taken where they are most needed.
- Teacher retention is lower in areas where the pay of other workers is higher, meaning that national pay restraint for teachers “has the potential to reduce retention.”¹⁰⁶

5.8 NAO, *Training new teachers* (Feb 2016)

On 10 February 2016, the National Audit Office published a report, [Training new teachers](#). The report stated that “to date, the overall number of teachers has kept pace with changing pupil numbers and retention of newly qualified teachers has been stable.”¹⁰⁷ However, it noted that teacher shortages appear to be increasing and an increasing proportion of classes in secondary schools are being taught by teachers without a post-A-level qualification in the subject.¹⁰⁸

The report’s other findings and conclusions included:

- The teacher supply model has strengths but may not accurately predict schools’ need for trainee teachers. For example, the best estimate of the number of trainees needed in 2016-17 is 29,200, but the model’s results range from 25,000 to 38,000 depending on how optimistic the chosen assumptions are.

¹⁰⁶ Institute for Fiscal Studies, [The longer-term costs and benefits of different initial teacher training routes](#), July 2016.

¹⁰⁷ NAO, [Training new teachers](#), 10 February 2016, p8.

¹⁰⁸ As above, p8.

- The DfE has missed its targets for filling training places over the last 4 years. Secondary places are particularly difficult to fill and the Department finds it difficult to fill places in most secondary subjects.
- Not all trainee teachers go on to take jobs in state schools. 80% of trainees who commenced a final year of training in 2013-14 are known to have started teaching in England within 6 months of qualifying. Some of these posts are in independent schools.
- The proportion of postgraduate trainee entrants with at least an upper-second degree increased in excess of changes in wider graduate results between 2010-11 and 2015-16.
- There is some evidence that bursaries (see below) have some impact in attracting people to train as teachers but the Department needs to do more to demonstrate a long-term positive impact.
- The Department has a “weak understanding” of regional and local teacher supply issues.¹⁰⁹

The report stated that it could not conclude that arrangements for training new teachers represented value for money until the Department meets its targets and addresses information gaps:

The Department has missed its recruitment targets for the last 4 years and there are signs that teacher shortages are growing. By taking a national view of the number of teachers required, the Department risks paying too little attention to clearly meaningful local patterns of supply and demand. The Department does not yet have the information it needs to understand how different routes into teaching impact on schools’ ability to recruit and retain newly qualified teachers, and cannot yet demonstrate how new arrangements are improving the quality of teaching in classrooms. The Department has plans to analyse existing data further. However, until the Department meets its targets and addresses the remaining information gaps, we cannot conclude that the arrangements for training new teachers are value for money. The Department will also need to show that the arrangements are more cost-effective than alternative expenditure, for instance on improving retention.¹¹⁰

The report recommended that the DfE “should demonstrate how, through new training routes and the incentives it offers, it is improving recruitment and retention of new teachers.”¹¹¹ It additionally recommended that the Department and the National College for Teaching and Leadership should work to develop a good understanding of local demand and supply issues and to establish the accuracy of the teacher supply model.¹¹²

5.9 Public Accounts Committee, *Training new teachers* (June 2016)

In June 2016, the Public Accounts Committee published its report on the training of new teachers. The Committee expressed

¹⁰⁹ NAO, [Training new teachers](#), 10 February 2016, p8., pp9-11.

¹¹⁰ As above, 10 February 2016, p13.

¹¹¹ As above.

¹¹² As above.

“disappointment” over missed teacher training targets and stated that one consequence of shortfalls was that “a significant proportion of lessons in some important subjects...being taught by teachers without relevant post-A-level qualifications.” The report additionally stated that the national figures “disguise significant local variation and do not reflect the difficulties headteachers experience across the country when they try to recruit teachers.”

The Committee contended that the Government’s approach was “reactive and lacks coherence” and that it “shows no sense of leadership or urgency in making sure there are sufficient new teachers to meet schools’ future needs.”

The Committee’s other conclusions and recommendations included:

- The Government should develop a clear plan for teacher supply covering at least three years.
- The “myriad routes into teaching are confusing.” The DfE should work with the NCTL to provide clearer, more accessible information to applicants.
- The DfE should report to the Committee on the extent and impact of teachers taking lessons they are not qualified in.
- The DfE should evaluate:
 - whether bursaries lead to more teachers in classrooms and whether the money could be more effectively spent elsewhere, such as on retention measures; and
 - all the initiatives it has put in place so that it can invest in those that work.¹¹³

Government response

The 2015 Government published its response to the Public Accounts Committee’s report in November 2016. The response stated that the Government agreed with all the Committee’s recommendations. The response outlined work the DfE had begun to improve its understanding of teacher supply at a more local level (see box 1) and highlighted attempts to improve the information available to prospective ITT applicants.¹¹⁴

Among other things, the report also stated that work assessing the impact of bursaries would be completed by April 2018 and that the DfE was planning improvements to the current bursaries approach over the next year, including a more targeted approach.¹¹⁵

¹¹³ Public Accounts Committee, *Training new teachers*, June 2016, pp3-8.

¹¹⁴ HM Treasury, *Treasury Minutes: Government responses to the Committee of Public Accounts on the Thirty Seventh and the Thirty Ninth reports from Session 2015-16; and the First to the Thirteenth reports from Session 2016-17*, November 2016, pp23-4.

¹¹⁵ As above, p27.

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